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SUBJECT: DPKO SEEKS P5 HELP AGAINST SUDAN'S OBSTACLES TO
DARFUR DEPLOYMENT

¶1. (SBU) SUMMARY. In an August 1 meeting of P5 Ambassadors, Department of Peacekeeping Operations (DPKO) Under-Secretary-General Guehenno solicited P5 bilateral engagement with the Sudanese Government of National Unity (GNU) on the issue of GNU restrictions on movement of goods and flight clearances that are hindering the deployment of assets to Darfur. Chinese Permanent Representative (PR) Wang urged that the problem be treated as a "technical," vice "political," issue that should be addressed through the Tripartite Mechanism (the United Nations, the African Union and the GNU). Russian PR Churkin suggested that the Secretary-General send a letter to President Bashir

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congratulating him on the adoption of UNSCR 1769 and raising the concerns Guehenno mentioned, a proposal agreed to by other P5 Members. UK PR Jones Parry and Ambassador Sanders noted that the timetable for Darfur deployment should not be allowed to be pushed back on account of this type of GNU activity, activity against which UNSCR 1769 was designed to protect. Jones Parry requested a briefing during the week of August 6 by the UN technical team returning from consultations with the African Union (AU) on outstanding aspects of hybrid preparations, and both Jones Parry and Ambassador Sanders conveyed the willingness of London and Washington to assist in filling in the blanks with these preparations. END SUMMARY.

UN OUTLINES CONCERNS

¶2. (SBU) In an August 1 meeting of P5 Ambassadors, DPKO Under-Secretary-General (U/SYG) Guehenno solicited P5 bilateral engagement with the GNU on the issue of GNU restrictions on movement of goods and flight clearances that are hindering the deployment of assets to Darfur. Guehenno warned that if left unchecked, these "difficulties" caused by the GNU would prevent the effective deployment of necessary materiel and personnel to Darfur and would disrupt the timetable for deployment called for in UNSCR 1769. In the area of movement of goods, Guehenno cited the 2.2 percent surcharge levied by the Sudanese Seaport Corporation on the import of goods through Port Sudan, which had resulted in the holding since May of \$39 million worth of UNMIS materiel (some of which was necessary for the construction of accommodations for incoming UN personnel) destined for Darfur. However, Department of Field Support (DFS) Acting Chief de Chambord warned that even if the materiel were released imminently, it would set the timetable back by at least one month, given the volume of the cargo detained,

which includes 646 20-foot containers, 18,000 metric tons of fuel and 200 light vehicles. De Chambord added that two cargo shipments from the UN Humanitarian Response Depot in Brindisi are also blocked and that two flights from Brindisi containing \$300,000 worth of communications equipment had been diverted to Entebbe, Uganda, to avoid losing this cargo capacity, as well.

¶3. (SBU) U/SYG Guehenno noted that the UN had raised this issue repeatedly but to no avail with the GNU: Notes Verbales were sent on May 22 and June 21, and the issue was also raised through the Tripartite Mechanism in meetings on June 23 and July 25. Guehenno said that the Foreign Ministry had assured the UN that it would address the issue, but that the Ministry of Finance is truly the key player. Guehenno noted the recent receipt of a letter from the Sudanese Ministry of Finance assuring the UN that it would address the issue of releasing these goods, a letter that DPKO considered a good sign. Guehenno warned that leaving such bureaucratic matters unaddressed for too long would have negative consequences for the UN.

¶4. (SBU) On the issue of flight clearances, U/SYG Guehenno reported the GNU required separate clearances for materiel earmarked for the AU Mission in the Sudan (AMIS) and for the Heavy Support Package (HSP) of UN assistance to AMIS, a procedure that is slowing down delivery. DFS Acting Chief de Chambord elaborated that the Sudanese aviation authority is also boarding UN aircraft arbitrarily and asking contractors to disembark. He said the GNU permitted the UN no night flight capacity (critical in the event of medical evacuations), no permanent positioning of aircraft in Darfur, and no landing of any aircraft larger than an Ileutian 76, which is problematic since the UN traditionally uses Antonov-74 aircraft for early deployment of personnel. De Chambord told the P5 that another related problem was the Sudanese Armed Forces' (SAF) assumption of control of

airports in Darfur after 1800h, when the SAF performed work on all aircraft there, including those of AMIS.

P5 REACTION

¶5. (SBU) Chinese Permanent Representative PR Wang urged that the problem be treated as a "technical," vice "political," issue that should be addressed through the Tripartite Mechanism (the United Nations, the African Union and the GNU). He suggested that the Tripartite Mechanism meet more frequently, perhaps on a daily basis, to pre-empt such issues. Guehenno responded that the Sudanese mindset with regard to the Tripartite Mechanism needed to change, since the GNU sees the body as a approving/vetting mechanism, whereas the UN considers it simply a "facilitating" body. Wang further warned against allowing this issue to upset the political momentum generated by adoption of UNSCR 1769 and agreed to revert to Beijing on how bilateral contacts could be strengthened to address the issue. Wang urged the P5 not to use the Security Council "in a public way" on this issue. Russian PR Churkin suggested that the Secretary-General send a letter to President Bashir congratulating him on the adoption of UNSCR 1769 and raising the concerns Guehenno mentioned, a proposal supported by other P5 Members.

¶6. (SBU) Ambassador Sanders and the UK and French representatives urged caution, however, pointing out that this recurring pattern of resistance by the GNU is especially worrying in the afterglow of UNSCR 1769 adoption. UK PR Jones Parry and Ambassador Sanders asserted that the timetable for Darfur deployment should not be allowed to be pushed back on account of this type of GNU activity, activity against which UNSCR 1769 was designed to protect. Jones Parry suggested using UNSCR 1769 as the "hook" for engaging the Sudanese on this issue in the SYG's letter to President Bashir, portraying the raising of the matter as an appropriate response to the provisions of the resolution, rather than as recrimination for Sudanese bad behavior.

¶7. (SBU) UK PR Jones Parry requested a briefing during the week of August 6 by the UN technical team returning from consultations with the African Union (AU) on outstanding aspects of hybrid preparations, and both Jones Parry and Ambassador Sanders conveyed the intent of London and Washington to assist in filling in the blanks with these preparations. The UN seeks to confirm troop- and police-contributing countries' contributions for the hybrid operation by August 15.

KHALILZAD